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REPORT
ON
DEVELOPMENT OF THE SAN FRANCISCO BAY REGION

PREPARED FOR
THE FACT-FINDING COMMITTEE OF THE CALIFORNIA ASSEMBLY
ON
TIDELANDS RECLAMATION AND DEVELOPMENT,
RELATED TRAFFIC PROBLEMS
AND RELIEF OF CONGESTION ON TRANSBAY CROSSINGS

BY
JOHN L. SAVAGE, CONSULTING ENGINEER
DENVER, COLORADO
AND
INTERNATIONAL ENGINEERING COMPANY, INC.
SAN FRANCISCO, CALIFORNIA

JANUARY, 1951



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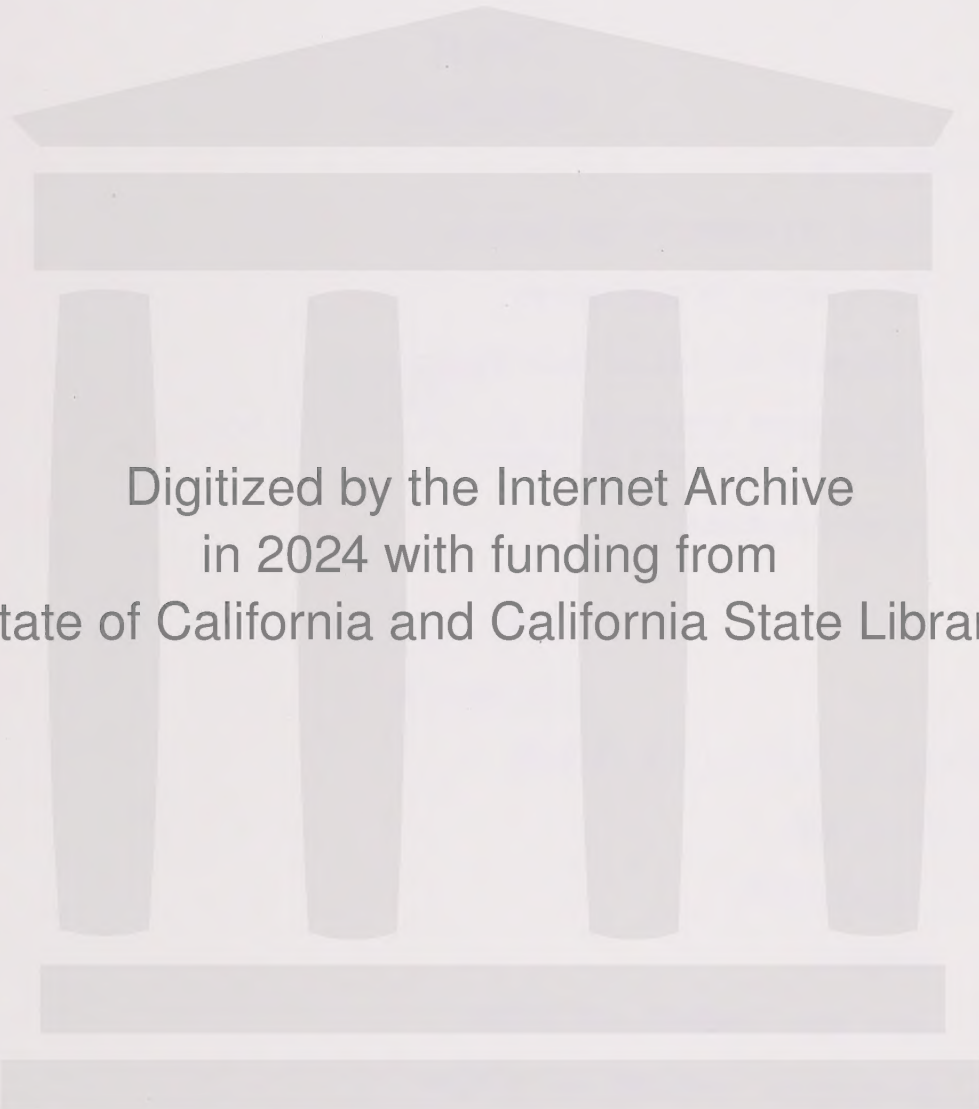
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the report related to the problems and proposed financing.

It is, in turn, obligated to report to the Assembly whether

it is feasible and should be further investigated, and, if

of a negative recommendation, to be able to point the other

directions that should take.

3. AUTHORITY FOR THE KATZ PLAN

In February, 1950, the Hon. Richard J. Dolwig, Chairman of the

Joint Committee on Standards, Reclamation and Development, Federal

Problems, and Relief of Congestion on Transbay Crossings, of the

Assembly, made an arrangement with John L. Savage, Consulting

Engineer, under which Mr. Savage was to investigate the Katz Plan and report

to the said Committee whether this plan was, in his opinion, worthy of more

thorough investigation and, if so, what such detailed investigation might

cost. Mr. Savage requested that International Engineering Company, Inc.

be asked to assist him in this.

By subsequent arrangement with the Hon. Richard J. Dolwig, D. J.

Quinn and Torald Mundal, of the International Engineering Company, Inc.,

met with the Committee in Sacramento on March 6, 1950, and retaining of the

Company by the Committee was discussed. On March 24, 1950, the Company ad-

mitted a proposal to Mr. Dolwig by letter. On April 12, 1950, Mr. Dolwig

advised from Sacramento that the Committee had authorized him to retain

the Company. On April 24, 1950, Mr. Dolwig called at the Company's office at

11 Montgomery Street, San Francisco, and conferred with Mr. C. P. Dunn and Mr.

W. H. Alfuss. On April 27, 1950, Mr. Dolwig addressed a letter to the Com-

pany, authorizing it to proceed.

The Company has pointed out that the funds made available to it by

the Committee are not sufficient to cover any fixed charges to be paid to

Using data obtained from the Soil Conservation Service, it is estimated that in the Bay Area region there is a total of 309,240 acres available for irrigation if water is available, located as follows:

<u>County</u>	<u>Acres</u>
Alameda	58,230
Contra Costa	40,770
Marin	12,770
Napa	36,520
Santa Clara	103,930
Solano	23,800
Sonoma	33,220
Total	309,240

Assuming that the present crop pattern persists in the future, this irrigable land will be used as follows:

<u>Nature of Crop</u>	<u>Acres</u>
Orchards and vineyards	119,130
Row crops	47,630
Small grain	102,410
Hay and pasture	40,070
Total	309,240

From various records available, it is estimated that irrigated land at present gets about 2.52 acre-feet of water per acre per year. This is probably a high figure inasmuch as the State water plan allows slightly less than 2.0 in both the Sacramento and San Joaquin valleys. Therefore, for future irrigation, we have estimated 2.0 acre-feet per acre per year, and the future requirement will thus be about 620,000 acre-feet annually.

Table II gives an idea of probable future land use in the Bay Region as of the year 2000.

Plate III shows the geographical location of areas of various uses. These locations and figures above given form a partial basis on which to estimate future requirements for water and transportation facilities.

GENERAL

10.1 DESCRIPTION OF REBER PLAN AS PROPOSED BY JOHN REBER

The Reber Plan merits special consideration because it is the first to a master plan for future development of the Bay Region which has ever been offered. As proposed by Mr. John Reber, it involves development of the following various features (as shown on Plate VI, which is reproduced as published in Western Constitution Laws of March, 1953):

- a. An earth and rock dam across the Bay connecting Marin and Contra Costa counties.
- b. A second earth and rock dam across the Bay connecting San Francisco and Alameda counties.
- c. Creation of additional lands by filling in the shallow eastern part of San Francisco Bay over a 3-mile width for a length of 11 miles.
- d. A combined ship channel and canal connecting the two bays of water which would lie respectively north of the Marin Contra Costa barrier and south of the San Francisco-Alameda barrier.
- e. Ship locks to provide access from the open Bay to the abovementioned bodies of water.
- f. Highway and rail crossings of the Bay on the two dams (hereinafter called the North Barrier and the South Barrier).
- g. Submarine tunnels, air fields, marine terminals, etc.

SAN JUAN RIVER

The following feature distinguishing the plan in that water of the Sacramento River would connect the abovementioned bodies of water and

and water supply

The Hager Plan requires the construction of dams and levees of great magnitude. In a preliminary study of this nature, it is not possible to determine whether a possible solution can be found. It is, however, probable that the plan is impracticable. The knowledge of structure of this nature. A complete investigation of the structure substantially different from those selected for this study would be more suitable.

11.2 General

11.21 General

San Francisco Bay lies in the trough formed by the uplift of the Coast Range and other mountains on the west and the uplift of the Coast Range on the east. The ancient Sacramento River maintained its general course during the uplift and cut through the ranges at both the Golden Gate and the Carquinez Straits, flooding the trough. The sediments which have been deposited on the floor of this drowned "valley" are sedimentary deposits of sand, silt, clay, and shale, and deposits of sand, silt, and clay. The cycle of deposition and subsequent erosion of these sediments has been complex. Hence while some generalizations may be made about the structure of the trough, the details are uncertain.

11.22 Earthquake

There are no known active faults within the area occupied by the structures. The structures might be subjected to seismic forces of the type which are known to be expected in the general area, such as in the case of the structures of San Francisco and Oakland. It is estimated that the

In development of the Central Valley and the

water provided, the water required to make the Reber Plan feasible would become valuable, and would finally be worth some \$10,000,000 a year. It would also be necessary for extra treatment of sewage, and the value of the water supply would increase. The annual costs would thus actually be increased by some \$11,500,000 more than the previously-given figure of \$48,250,000, making a total of \$69,750,000.

13.6 ANNUAL BENEFITS

13.61 General

In reckoning up the annual benefits to the community contingent upon the realization of the Reber Plan, consideration must be given not only to the annual production of new wealth, or to actual savings of cost. The value of new agricultural production, or the savings effected by such as cheaper water supplies, are cases in point. On the other hand, tolls collected on highway crossings are not benefits; the money is not created by the crossing, but is already in existence, and toll-taking merely transfers it from one pocket to another. Tolls are actually a special form of taxation, under which the specially benefited parties pay.

13.62 Benefits Because of Irrigation

At present 102,680 acres of agricultural land in the Central Valley are irrigated. There is a total of 309,210 acres which can be irrigated, which means there are yet 206,560 acres which could be brought under irrigation assuming a suitable water supply available. With the fresh water taken at the Reber Dam this acreage would unquestionably be brought into fullest production. It is necessary to compute the value of possible production from this acreage, and add to the value of present production, and production costs. By the time

The cost of the proposed project is estimated to be \$1,000,000.

The total annual benefit from the project is estimated to be \$1,000,000.

or \$125,000

The total benefit in the Delta Region would be \$1,000,000

per year.

13.45 Benefits Arising from Prevention of Salt Intrusion in Delta Ground Water

Saltwater intrusion into ground water supplies in Santa Clara and southwestern Alameda Counties would be stopped by the substitution of fresh water in the south lake. Some authorities have estimated that 60,000 acres in Alameda County are endangered by such intrusions. It is assumed that 10,000 acres of this area are actually cultivated, under the following production and with the following annual values of production:

<u>Area</u>	<u>Crop</u>	<u>Value/Acre</u>	<u>Total Value</u>
10,000	Pasture	\$ 70.00	\$ 700,000
5,000	Alfalfa	75.00	375,000
5,000	Row crops	150.00	750,000

From experience in the Delta Region, crop loss due to salinity irrigation water over the time is estimated at 18% for pasture and alfalfa and 7% for row crops. This should be taken as a minimum. If salinity forced complete abandonment of the lands, the entire annual production would be lost. The maximum loss in Alameda County is thus \$370,500 annually and the minimum \$1,000,000.

The benefits in Santa Clara County are assumed to be of the same order as great, and therefore would be from \$247,000 to \$1,000,000 annually.

13.46 Benefits Arising from Elimination of Marine Borer Damage

Marine borers cannot live in fresh water. It is estimated that if piling were not creosote-treated, about 4,000,000 linear feet would have to be replaced annually because of marine borer attack. The cost of this

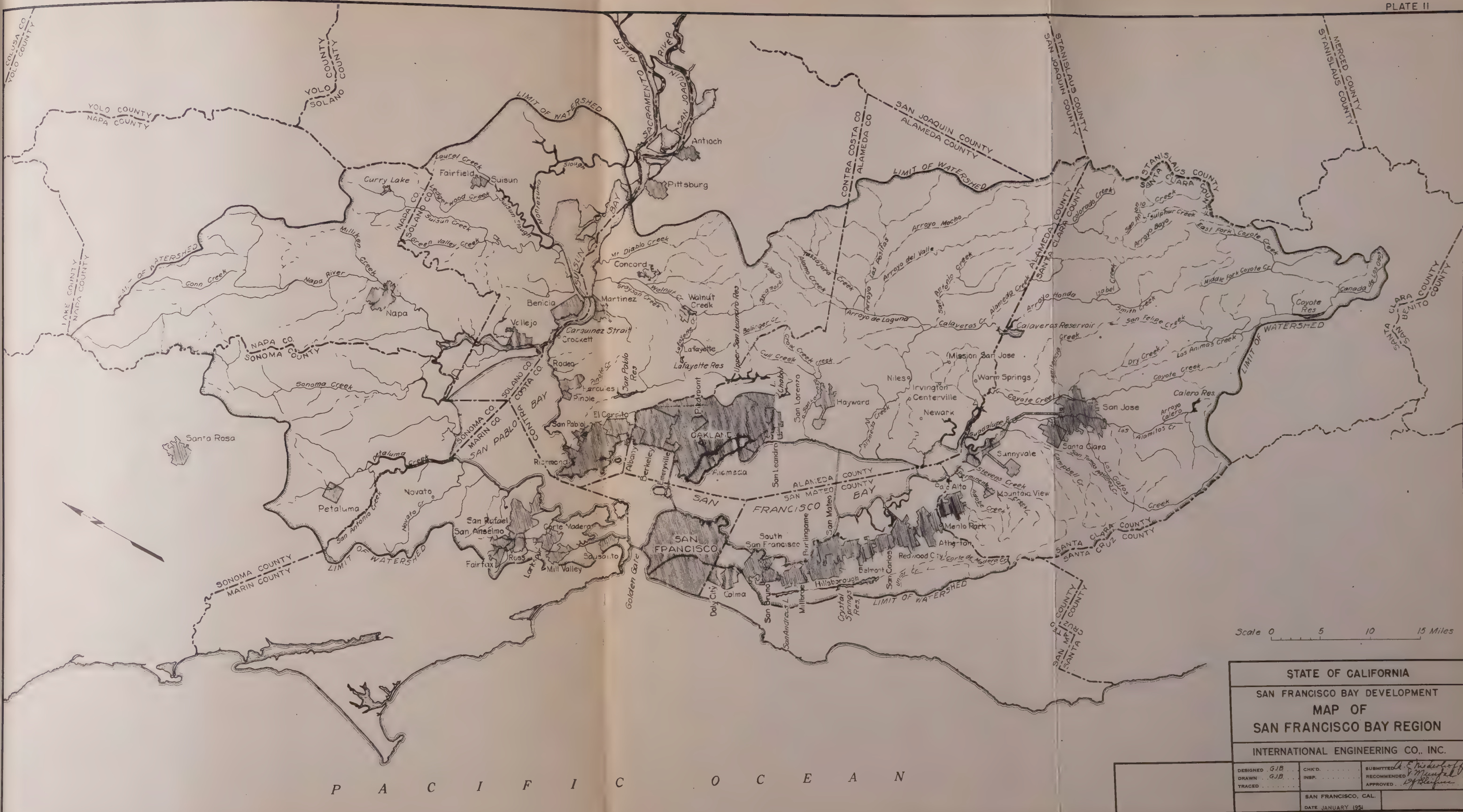
It is not enough to have a master plan, but it should be defined enough so that it could be followed with confidence and orderly efficiency (without, for example, such delay as was experienced in coming to a decision on a second Bay crossing). The plan is sufficiently flexible so that it can be adjusted to future requirements which we cannot now foresee. New inventions, new customs and new needs will change the commercial and social life of the Bay Region. It is only regrettable to point out that if a master plan had been prepared in 1900, it would not have provided for provisions for automobile traffic.

It is more proper to say that we consider that the San Francisco Bay Region owes a debt of gratitude to Mr. John Reber, and to the sincere and earnest proponents of the plan which bears his name. We believe that they have brought home to many minds the idea that there must be a master plan, and that in so doing they have performed a great public service.

The means-bay traffic problem alone renders prompt action imperative.

The master plan must benefit the community as a whole, but it cannot hurt anybody; unavoidably, some individual interests will be damaged, while others will be advanced. Thus, many features of the plan will be controversial.

It appears to us that some sort of a legal entity or organization must be created, to develop a master plan, keep it up to date, and to control future development in accordance with the plan, and we recommend the creation of such an organization. It might very well take the form of a centralized board composed of prominent citizens with records of integrity and compromise, which board would act through a salaried general manager and necessary staff. The board would deal with Federal, State and Municipal governments in all matters touching on development. It should be attached



Scale 0 5 10 15 Miles

STATE OF CALIFORNIA
SAN FRANCISCO BAY DEVELOPMENT
MAP OF
SAN FRANCISCO BAY REGION

INTERNATIONAL ENGINEERING CO., INC.

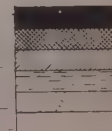
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DRAWN GJB	INS'D	RECOMMENDED
TRACED		APPROVED

SAN FRANCISCO, CAL.
DATE JANUARY 1951



LEGEND

Industrial and commercial
Public and institutional
Residential
Agricultural
Grazing
Unclassified



Scale 0 5 10 15 Miles

STATE OF CALIFORNIA

SAN FRANCISCO BAY DEVELOPMENT

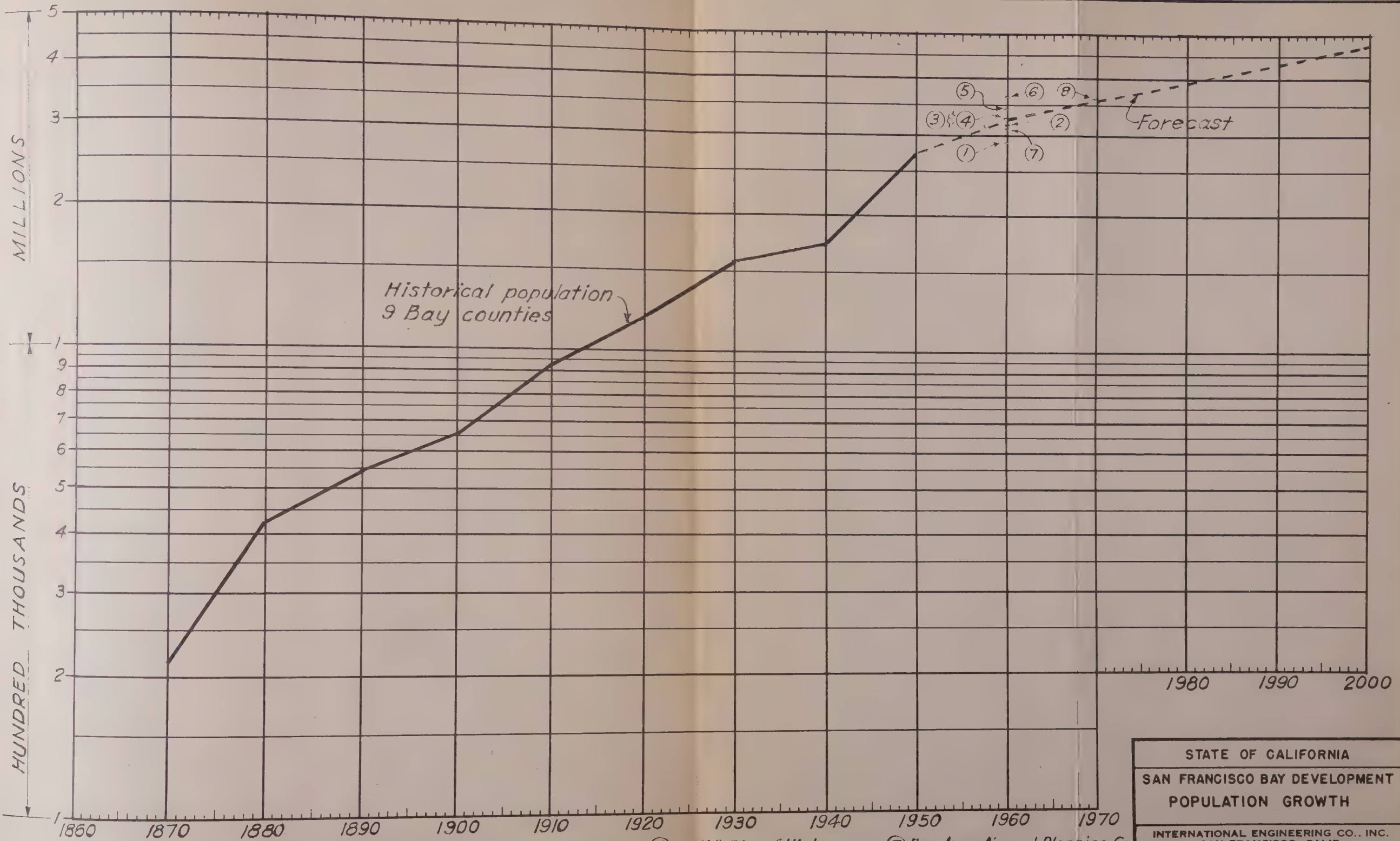
FUTURE LAND USE

INTERNATIONAL ENGINEERING CO., INC.

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DRAWN . GJB .	INSP	RECOMMENDED
TRACED	APPROVED	APPROVED

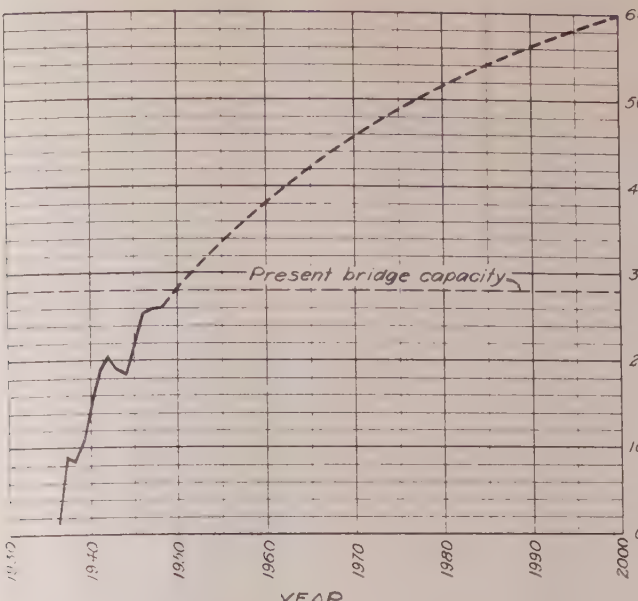
SAN FRANCISCO, CAL.
DATE JANUARY 1951

P A C I F I C O C E A N

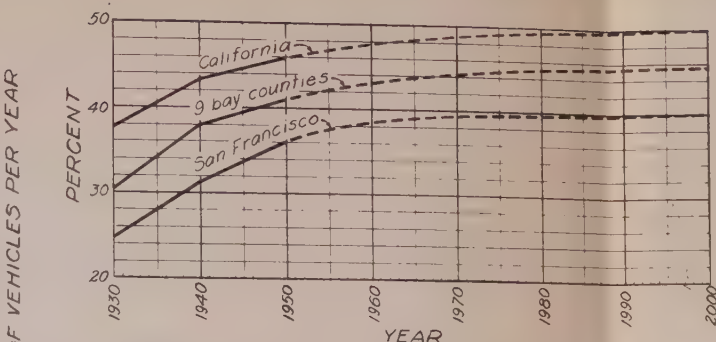


Estimates made by: ① East Bay Municipal Utility District ④ Calif. Div. of Highways ⑦ Bay Area Airport Planning Gr.
 ② Calif. Reconstr. & Reemployment Comm. ⑤ W.A. Spurr, Stanford Univ. ⑧ San Francisco Dept. of
 ③ J. Riley, Calif. Aeronautics Comm. ⑥ San Mateo Planning Comm. City Planning

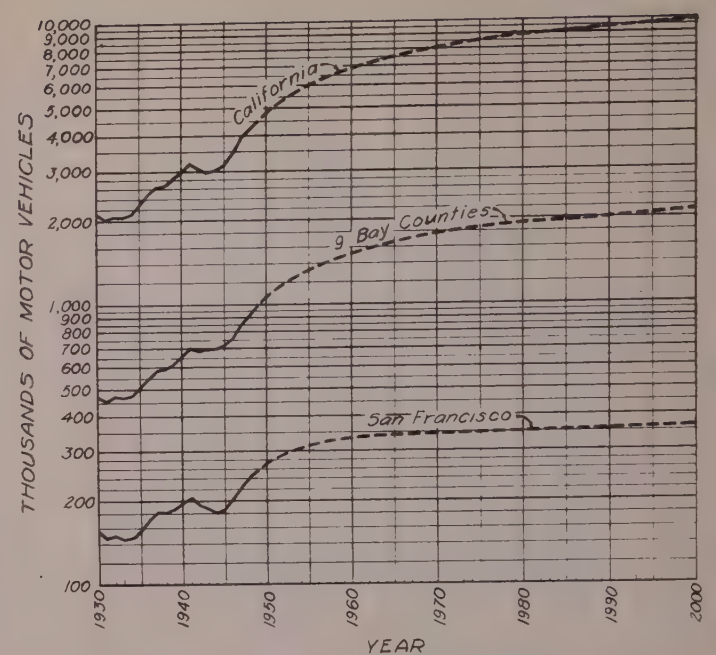
STATE OF CALIFORNIA		
SAN FRANCISCO BAY DEVELOPMENT POPULATION GROWTH		
INTERNATIONAL ENGINEERING CO., INC. SAN FRANCISCO, CALIF.		
DR. R.P.M.	RECOMMENDED	APPROVED
CK	<i>R.E. Wiedersheim</i>	<i>D. Bleifuss</i>
DATE: JANUARY 1951		



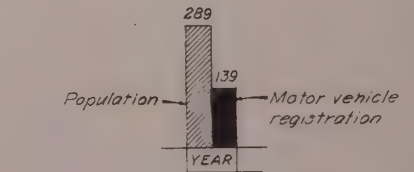
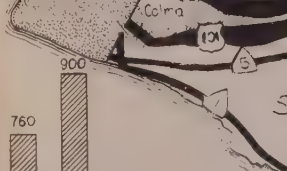
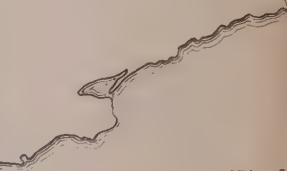
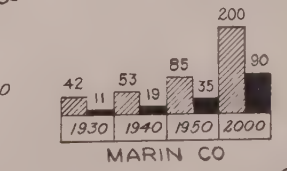
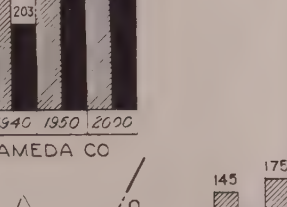
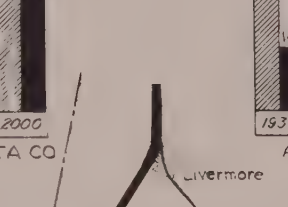
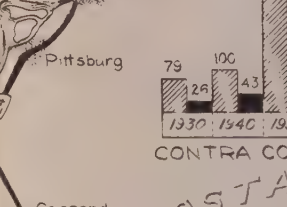
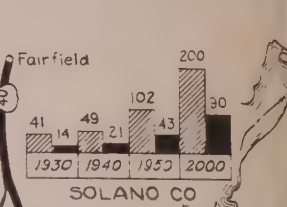
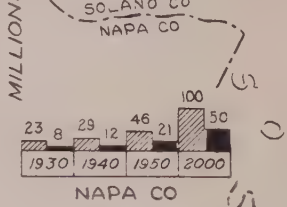
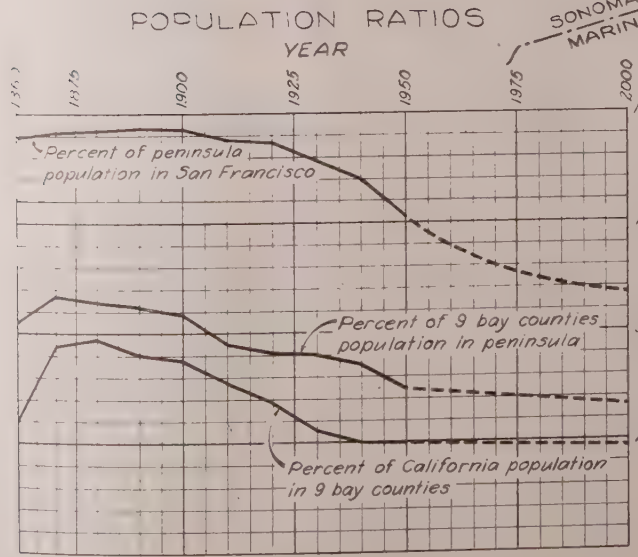
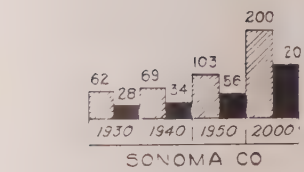
SAN FRANCISCO-OAKLAND BAY BRIDGE
VEHICULAR TRAFFIC



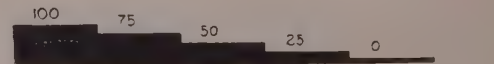
RATIO OF MOTOR VEHICLES TO POPULATION



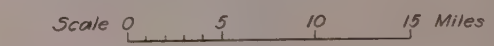
MOTOR VEHICLE REGISTRATION



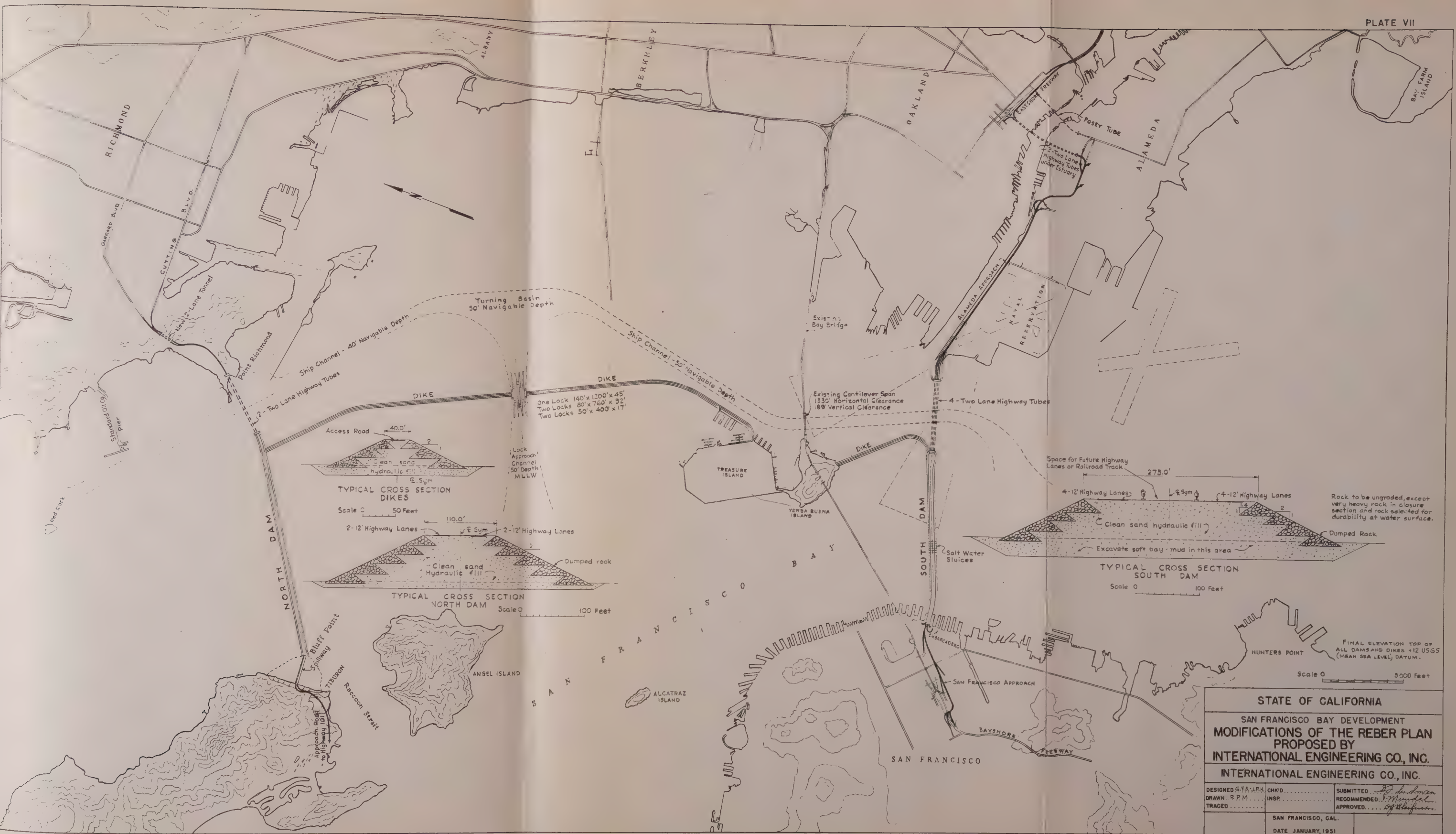
POPULATION AND
MOTOR VEHICLE REGISTRATION
Figures at top of bar are thousands.
The last available motor vehicle registration figures are for the year 1949. 1950 figures have been estimated.

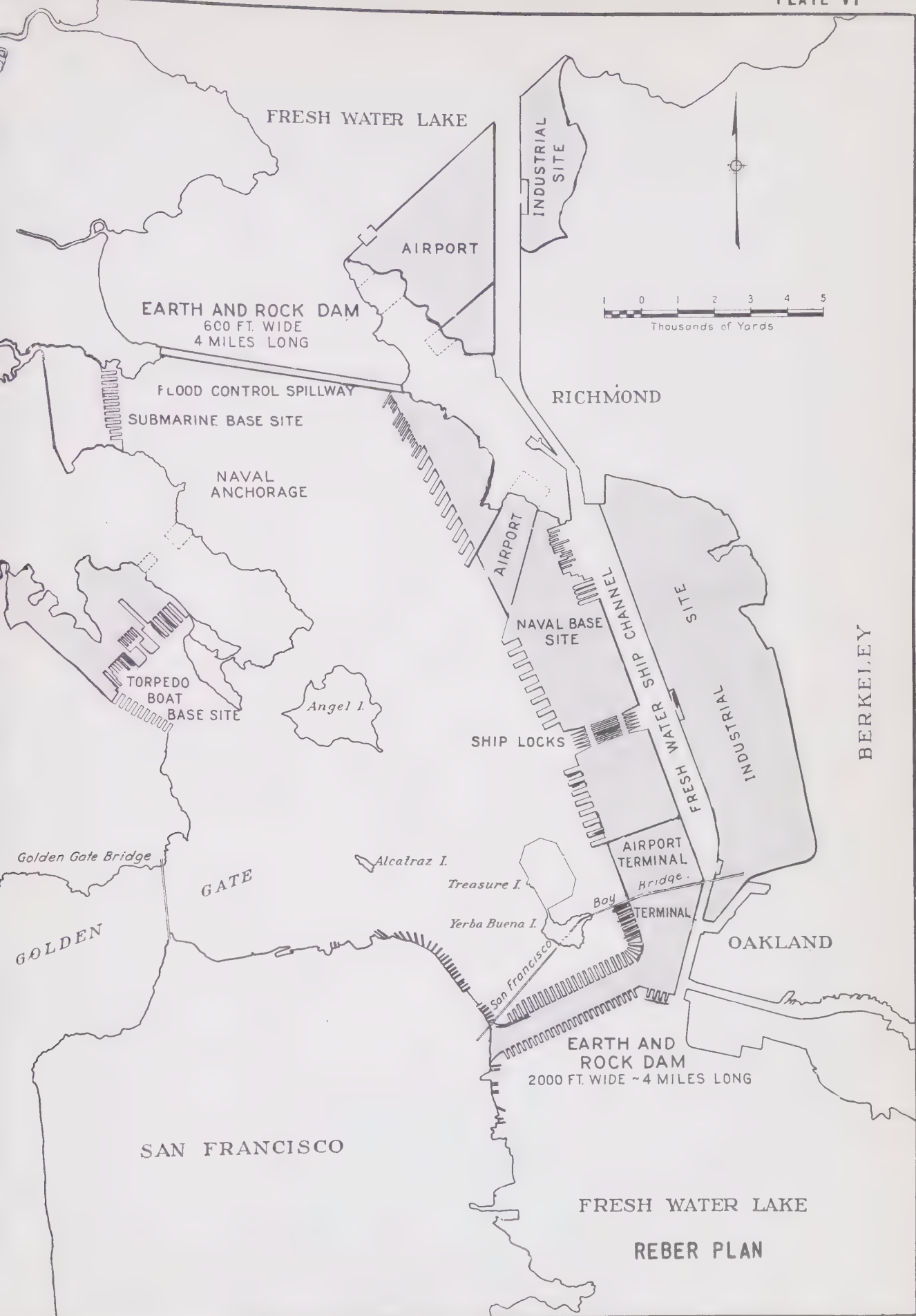


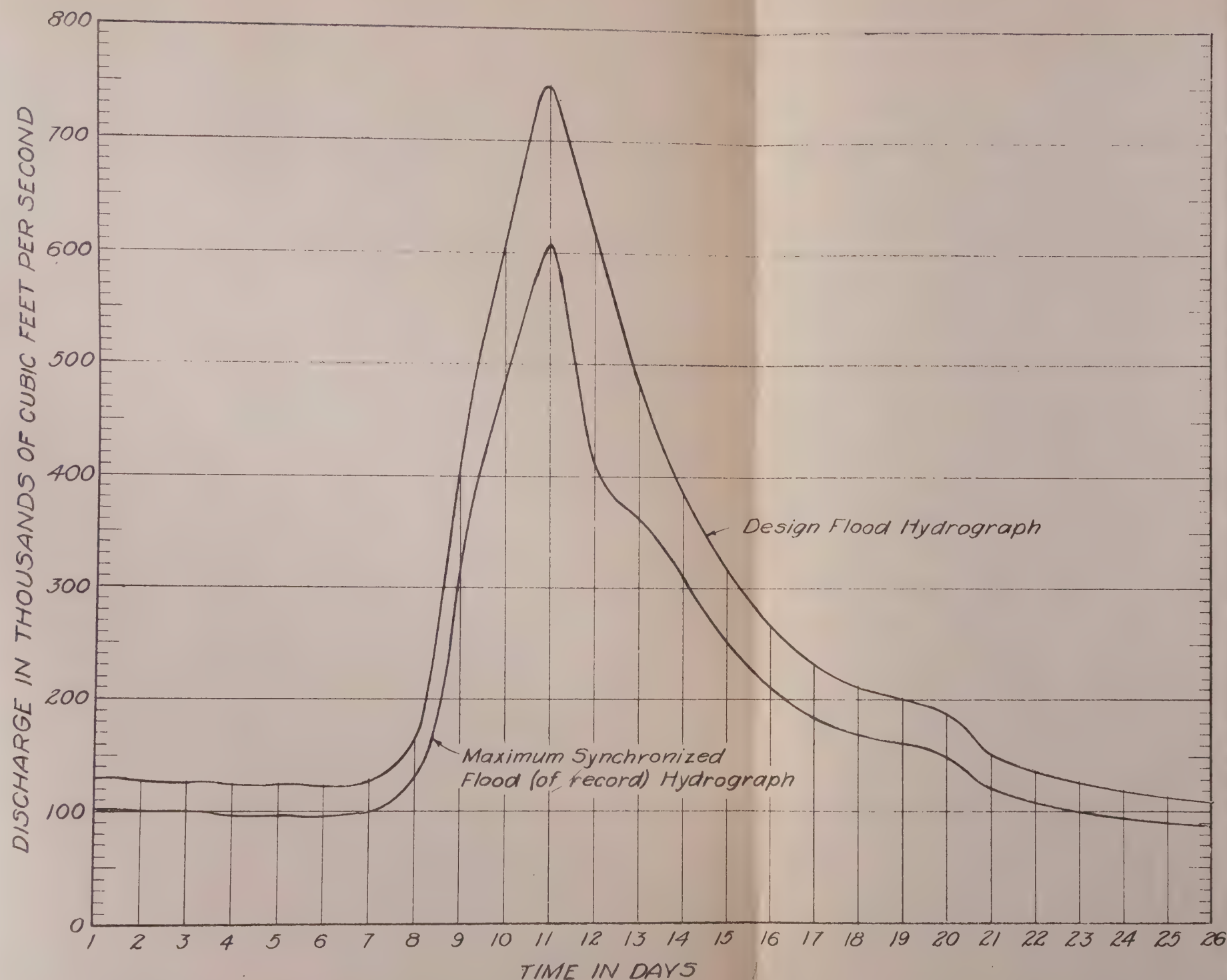
TRAFFIC DENSITY
Traffic density shown as a percentage of San Francisco-Oakland Bay Bridge traffic



STATE OF CALIFORNIA		
SAN FRANCISCO BAY DEVELOPMENT		
TRAFFIC FLOW		
INTERNATIONAL ENGINEERING CO., INC.		
DESIGNED GJB	CHK'D.	SUBMITTED A.C. Friedman
DRAWN GJB	INSP.	RECOMMENDED V. Mueller
TRACED		APPROVED D. K. Kline
SAN FRANCISCO, CAL.		
DATE JANUARY 1951		







NOTE

Maximum synchronized flood was determined by combining the maximum daily average discharges from

Mokelumne River at Clements (Mar. 16 to Apr. 10, 1928)

San Joaquin River near Vernalis (Mar. 6 to Mar. 31, 1940)

Cosumnes River at McConnell (Feb. 28 to Mar. 25, 1940)

Dry Creek near Galt (Jan. 23 to Feb. 17, 1945)

Calaveras River at Jenny Lind (Mar. 15 to Apr. 9, 1928)

Putah Creek near Winters (Feb. 17 to Mar. 13, 1940)

Napa River near St. Helena (Jan. 27 to Feb. 21, 1942)

Conn. Creek near St. Helena (Feb. 17 to Mar. 13, 1940)

Sacramento Valley (Feb. 20 to Mar. 16, 1940)

including

Yolo By-pass near Woodland

Sacramento River at Sacramento

Sacramento Weir

STATE OF CALIFORNIA

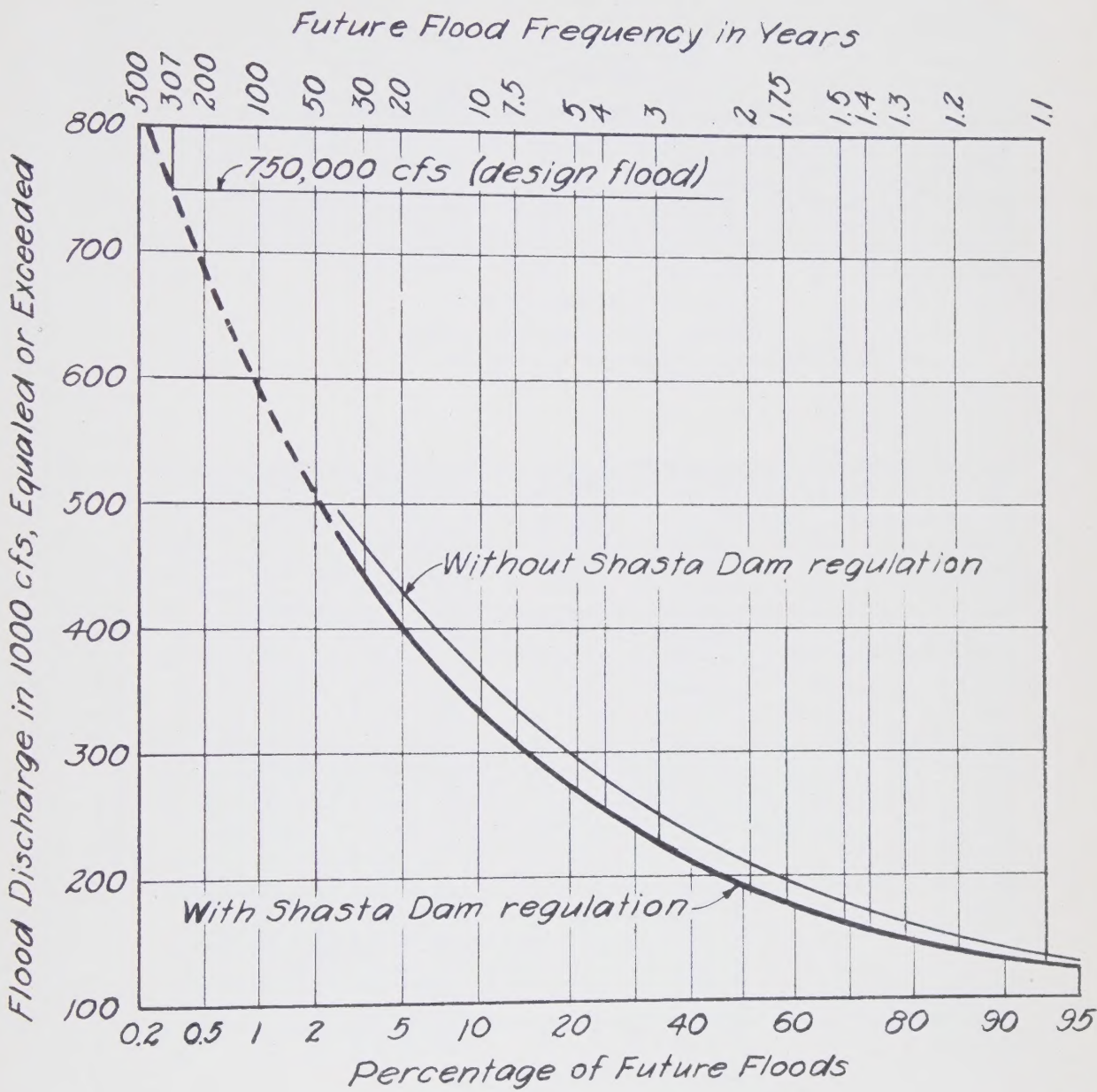
SAN FRANCISCO BAY DEVELOPMENT

DESIGN FLOOD HYDROGRAPH

INTERNATIONAL ENGINEERING CO., INC.
SAN FRANCISCO, CALIF.

DR. GJB RECOMMENDED APPROVED
CK A.E. Nishida J. Bleeker

DATE: JANUARY 1951



Years of Record 1904 to 1942 Inclusive

STATE OF CALIFORNIA		
SAN FRANCISCO BAY DEVELOPMENT		
FLOOD FREQUENCY		
INTERNATIONAL ENGINEERING CO., INC. SAN FRANCISCO, CALIF.		
DR. <i>GJB</i>	RECOMMENDED	APPROVED
CK. <i>W.H.L.</i>	<i>A.E. Medendorp</i>	<i>D. J. Pfeiffer</i>
DATE: JANUARY 1951		

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